MASS. ED23.2 : M38/draft

The Commonwealth of Massachusetts
Department of Education

1385 Hancock Street, Quincy, Massachusetts 02169-5183

UMASS/AMHERST
312066 0271 3428 0

GOVERNMENT DOCUMENTS
JUN 2 1989
University of Massachusetts
Depository Copy

DRAFT

# COMMONWEALTH OF MASSACHUSETTS

# FOUR-YEAR PLAN FOR ADULT BASIC EDUCATION

JULY 1989

to

JUNE 1993

BUREAU OF ADULT EDUCATION
Robert Bickerton, Director
21 April, 1989

The Commonwealth of Massachusetts
Department of Education

1385 Hancock Street, Quincy, Massachusetts 02169-5183

BUREAU OF ADULT EDUCATION

28 April 1989

Dear Reader, Interested in Massachusetts Adult Basic Education:

Following are the opening narrative, goals, objectives and activities of the Massachusetts Four Year Plan For Adult Basic Education. These sections comprise a relatively thorough overview of the full Plan which was revised based upon reviews by the public, the Regents, and the Massjobs Council. The final draft of the Plan was formally adopted by vote of the Massachusetts Board of Education at its 25 April 1989 meeting. The plan will not take effect until it is reviewed and approved by the U.S. Secretary of Education, who may require further clarifications and/or revisions. The Bureau, therefore, will not circulate more complete editions of the Plan until this final approval is obtained. However, the Plan does outline such an ambitious agenda for fiscal years 1990 through 1993 that we wanted ABE administrators, practitioners, and other interested parties to have as much advance notice as possible of what's to come. Please review this "final draft" of the plan. We look forward to your continued contributions of ideas, energy and expertise as we move forward with its implementation.

Bob Bickerton
Director

COMMONWEALTH OF MASSACHUSETTS
FOUR YEAR PLAN FOR ADULT BASIC EDUCATION

July 1989 to June 1993

## EXECUTIVE SUMMARY

As we prepare to enter a new century, Massachusetts residents are confronted with the need to develop ever higher levels of literacy and basic skills proficiencies. Adults find that their ability to realize personal, social, and economic goals often hinge on the strengths of their reading, computation, oral and written communication skills. As a state, Massachusetts is confronted with social and economic conditions that will challenge this same basic skills foundation. Yet, in 1989, almost 1.4 million Massachusetts adults, or roughly one out of every three (32%), lack a high school diploma and/or adequate English communication skills. Hence, the potential target population of under-educated and non-English speaking adults is approximately 50% greater than all children enrolled in publicly supported K-12 education!

A patchwork quilt of adult basic education (ABE) services have evolved over the more than two decades that such programs have received statewide public support in Massachusetts. Today, thirteen separate funding initiatives dispense $23 million in ABE related federal and state funds. These funds support approximately 200 programs that provide basic literacy, high school equivalency (GED), pre-vocational, citizenship, and English as a second language services to 45,000 of our state's residents annually. Taken in perspective, ABE funds represent .5% of Massachusetts' annual investment in public education, and enable 3% of the target population to be served at an average cost of $500 per student each year. The Department of Education accounts for service to 75% of these adults annually, at a meager per student cost of $200.

The action plan for Massachusetts' adult basic education, which responds to the problems that arise from this severe lack of resources, can be summarized in the following two themes:

1) Strengthening the current array of ABE programs and services and forging them into a comprehensive and effective system; and,
2) A planned expansion of the system that will "close the gap" between supply and demand in stages that are responsive to priority target populations and gaps in services.

In order to realize these broad mandates, the Massachusetts Four Year Plan For Adult Basic Education establishes the following five major goals:

GOAL 1.0: Massachusetts will develop a comprehensive, integrated and coordinated delivery system for adult basic education services throughout the Commonwealth.
GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.
GOAL 3.0: Massachusetts will develop and implement a more accountable system for adult basic education services with more measurable and predictable outcomes.
GOAL 4.0: Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this Plan as well as those that emerge over the next four years.
GOAL 5.0: Massachusetts will establish a sound and stable financial foundation for adult basic education services.

Some highlights of the initiatives that will enable Massachusetts to attain its adult basic education goals are:

* An increased emphasis on statewide coordination through the Interagency Literacy Group and on regional and local planning for adult basic education services responsive to local variations and needs. As a subcommittee of the MASSJOBS Council, the ILG will ensure that ABE services are thoroughly coordinated with our state's employment & training and higher education systems.

* ABE related services, levels, entry and exit criteria, and the means by which they are measured will all be more precisely and uniformly defined.

* Specific criteria and performance standards will be developed for more intensive and better supported ABE services to be purchased by the state.

* Program and staff development are top priorities of the new plan, hence, a statewide System of ABE Support (SABES) center and up to five regional staff development centers will be established.

* Development and implementation of a new transitional English as a second language component that will enable adults of limited English proficiency, who currently complete their study with 5th grade English communication skills, to attain up to the 9th or 12th grade levels.

* The replication of successful bilingual ESL, native language literacy, adult education for the homeless, family literacy, and workplace education model/demonstration programs.

* Development and implementation of a comprehensive adult basic skills mathematics curriculum with associated intensive program and staff development.

* Successful methodologies will be replicated and new ABE demonstration service delivery models will be developed for rural communities and for adults with special learning needs.

* Increased resources will be targeted to services that enable and support adult participation in basic skills programs, i.e., counseling, child care and transportation.

* Computerization of the High School Equivalency testing and certificate system; 11,000 adults annually qualify for an equivalency certificate, i.e., 8% of all Massachusetts secondary certificates issued each year.

* A plan for up to a two thirds increase in ABE service capacity; i.e., 30,000 new seats targeted to seven priority population groups. This would enable services to reach 5% of the potential target population, up from the present 3%.

Full implementation of the Four Year Plan would require $50 million in new resources; i.e., an increase from .5% to 1.8% of Massachusetts' public education budget. Section IV-C of the plan includes goals, objectives, and activities with a timetable that itemizes what will be accomplished with current resources and what each increment of new resources will enable.

The Massachusetts Four Year Plan For Adult Basic Education is organized so that the general public, as well as ABE practitioners and public officials can access information that is relevant to their interests. Please refer to the "Preface" for a more complete breakdown of how the plan is organized.

COMMONWEALTH OF MASSACHUSETTS
FOUR YEAR PLAN FOR ADULT BASIC EDUCATION

July 1989 to June 1993

## PREFACE

### WHY A MASSACHUSETTS FOUR YEAR PLAN FOR ADULT BASIC EDUCATION?

There are at least two very compelling reasons for the development of this plan:

* The national (federal) Adult Education Act was recently reauthorized; Massachusetts must submit a four year plan to continue to be eligible for funding under this Act.

* Public awareness and concern about the scope of illiteracy and under-education of many of our state's adults is at an all time high. Even if this plan were not required by statute, it is essential that such a plan be established to improve and expand adult basic education (ABE) services. Further, the state must ensure increased coordination in the delivery of ABE services and their smooth and effective connection with other related services, such as the higher education and employment & training systems.

### WHO IS THIS PLAN FOR?

* Community leaders and residents who are aware of the problem(s) and who want to know what can be done.
* State, regional, and local policy and operational managers and staff who understand that adult functional illiteracy and under-education are major barriers to accomplishing many of our state's social and economic goals.
* Elected officials who understand that an unacceptably large number of their constituents don't have the basic skills necessary to attain their goals and that this is true in virtually every community in the state.
* Adult basic education administrators, teachers, counselors, support staff and volunteers who want and need to know the broad context for their work and where we are heading.
* The Board of Regents of Higher Education and the MASSJOBS Council, both of which have a strong interest in the success of Massachusetts' ABE efforts; the Board of Education which must review and approve the plan, and the U.S. Secretary of Education who must ultimately accept or reject it.

### HOW IS THE PLAN ORGANIZED?

The Plan is written for a very broad audience, each of whom will approach it with a different level of prior knowledge and each with a different interest in what they will find. The Plan has been organized so that it is readily accessible to each segment of this broad audience:

* **Narrative:** The first 27 pages of the report are written so that all elements of the plan are covered in broad strokes. This section provides an overview and requires little if any prior knowledge of ABE.

* **Goals, Objectives, & Activities Charts:** The next 30 pages provide a more detailed and sequenced treatment of the initiatives and tasks that comprise the substance of this Plan.

* **Appendices:** ARE NEW MATERIAL AND AN INTEGRAL PART OF THE PLAN. They are referenced through the narrative and chart sections in order to direct the reader's attention to substantive operational detail.

* **Attachments:** Background materials that provide the context and/or rationale for many of the Plan's major initiatives, or, that are detailed requirements of the federal plan of little interest to the general public or even ABE practitioners.

The Massachusetts Four Year Plan For Adult Basic Education will be distributed in a number of forms. To control costs, few sets will be distributed that include every section. Generally, the Plan will be distributed with the narrative, goals/objectives/activities charts, and appendices. If your copy of the Plan is missing a section or item that you are particularly interested in, contact the Bureau of Adult Education at 1385 Hancock Street, Quincy, MA 02169.

Robert Bickerton, Director
Bureau of Adult Education

COMMONWEALTH OF MASSACHUSETTS
FOUR YEAR PLAN FOR ADULT BASIC EDUCATION

July 1989
to
June 1993

TABLE OF CONTENTS


| | | |
|---|---|---|
| I. | AN OVERVIEW OF MASSACHUSETTS ADULT BASIC EDUCATION | 1 |
| | A. What Are The Foundations Of The Massachusetts State Plan? | 2 |
| | B. What Are The Adult Basic Education Services Available To Massachusetts Adults Today? | 4 |
| | C. What Are The Underlying Assumptions That Helped Shape The Development Of This Plan? | 5 |
| II. | DEVELOPMENT OF THE MASSACHUSETTS ADULT EDUCATION PLAN | 7 |
| III. | LITERACY NEEDS AND THE GAP IN SERVICES | 8 |
| | A. The Times They Are A'Changing | 8 |
| | B. The Extent Of Need For ABE Services In Massachusetts | 10 |
| | C. ABE Services Available Vs. The Level Of Need | 13 |
| | D. Refining The Massachusetts Needs Assessment | 16 |
| IV. | AN ABE ACTION PLAN FOR THE FUTURE | 17 |
| | A. Forging An ABE Service Delivery System | 18 |
| | B. Closing The Gaps In Massachusetts ABE Services | 26 |
| | C. Goals, Objectives, And Activities | 27 |

TABLE OF CONTENTS (Continued)

V. ADMINISTRATION OF MASSACHUSETTS ABE SERVICES 57

A. Interagency Literacy Group 57
B. Massachusetts Department of Education 57
C. Regional Employment Boards 58

APPENDICES

ATTACHMENTS

# I. AN OVERVIEW OF MASSACHUSETTS ADULT BASIC EDUCATION

Residents of Massachusetts need a higher level of literacy, basic academic, and English communication skills than ever before.

Massachusetts needs a more educated populace in order to sustain and improve its social and economic quality of life.

The number of adults in Massachusetts lacking critical literacy, basic academic and communication skills is unacceptably high.

These are the basic tenets of this Four Year Plan For Adult Basic Education. Individually and as a state we must have these basic skills, at a minimum on par with the proficiency we expect from a high school graduate. Yet here we are just a decade from the twenty-first century and almost one third of our Commonwealth's adults cannot function at this level.

## A. What Are The Foundations Of The Massachusetts State Plan?

Massachusetts supports a wide variety of services that enable adults to increase their basic skills proficiency. These services are generally available to residents sixteen years of age or older who have "dropped out" of the regular K-12 education system. The services include: basic literacy / adult basic education (ABE); high school equivalency (GED) preparation / adult secondary education (ASE) / pre-vocational education; English as a second language (ESL); citizenship instruction; etc. In the preceding list, "literacy services" generally refers to instruction targeted at the 0-5 levels while "adult basic education" refers to basic skill instruction from the 0-8 levels. Within this Plan, however, "adult basic education" is generally used more broadly to refer to all adult education services of the type cited in this paragraph.

Massachusetts adult basic education has functioned as a publicly supported statewide initiative for just over two decades. Previously, most ABE/GED efforts were supported locally and the Massachusetts Department of Education's (DOE's) involvement, originally launched in the last century with the "Division of Immigration and Americanization," was limited to extension courses and assimilation support for newcomers to our country. It wasn't until passage of the Federal Economic Opportunity Act (1964) and Adult Education Act (1966) that the Commonwealth assumed responsibility to foster ABE programs across the state. Massachusetts adult basic education programs functioned almost exclusively through the state's share of this federal funding until just seven (7) years ago. Up through 1982, federal funds barely exceeding $1 million per year were distributed by DOE to school departments, community based organizations, community colleges, and correctional facilities throughout the state. Through this very limited funding, the foundation for today's basic skills network was built.

Today, adult basic education is in a period of significant transition within the Commonwealth of Massachusetts. Public and private sector awareness of the scope of the problems of adult illiteracy and of adults with marginal academic and English communication skills is at an all time high. There is greater understanding of the "costs" associated with trapping under-educated adults in situations where they are unable to realize their full potential in their families, their communities and their economy. These costs include: the inter-generational cycle of illiteracy; a lack of participation in local government and our public schools; a workforce ill-equipped to be trained to respond to new technologies that change their current jobs or that shape the skills required for newly created jobs; ...etc. All are predictable outcomes of a public sector that has accepted that at least one out of every four Massachusetts adults (26%, 1980 census) will continue to function with less than a high school diploma. The

importance of challenging this limited vision of Massachusetts in the twenty-first century was recognized by the Massachusetts Board of Education in 1986 when it adopted a new policy for adult basic education. The policy challenged the Department of Education to broaden its focus from an "age group," that is children enrolled in publicly supported elementary and secondary schools, to one which recognized the right of every resident to obtain the basic academic and communication skills expected of a high school graduate regardless of age.

The department responded by developing a five year "Adult Basic Education Implementation Plan." This Plan, published in August 1987, was developed in consultation with all parties having a significant interest in the success of Massachusetts' adult basic education programs. [Please refer to Attachment 1 for a copy of the ABE Implementation Plan.] The Plan established a framework for developing a new foundation for adult education programming responsive to current needs and realities in Massachusetts. The Department rapidly implemented one recommendation of the Plan, elevating its adult education component to a separate Bureau of Adult Education reporting directly to the Commissioner. To further ensure that the development of this new foundation for adult education benefited from the wealth of experience found across our state, and to build consensus for its implementation, three provider task forces called for by the Implementation Plan were convened during Spring 1988. These three task forces were supplemented by a fourth to identify issues related to implementation of the new high school equivalency test battery and to make appropriate recommendations.

The task forces, with representatives from every geographic region and type of program, are:

* Program Effectiveness
* Funding
* Staff Development and Certification
* High School Equivalency

The momentum to address the adult basic education needs of Massachusetts' adults more comprehensively was given an added boost during the second half of 1988 with the creation of the MASSJOBS Council. The MASSJOBS Council (MJC), originally convened by the Governor and then established in statute by the Legislature, was assigned the task of weaving together the substantial, but often disparate components of the state's employment and training system. Creating a fully integrated adult basic education network with far stronger and more systemic connections to employment and training was identified as a major priority by the MJC. The prospects of success in the development of such a plan were greatly enhanced by the stipulation that the "principals" of all relevant state agencies must attend every meeting of the MJC personally; i.e., the Secretaries of the Executive Offices of Economic Development, Human Services, Labor, and Communities & Development; the

Chancellor of the Board of Regents of Higher Education; and, the Commissioner of Education. "A Long Term Strategic Plan For Training And Employment Related Education In Massachusetts" was accepted by the Executive and Legislative branches this December, 1988. [Please refer to Attachment 2 for a copy of the November 1988 Strategic Plan.] A very critical component of the Plan is an action agenda and timetable for the increased coordination and integration of all adult basic education and related programs conducted by the Commonwealth. [Please refer to Attachment 2, pages 13-14, 27, 38-39, 43-49.] A great many of the initiatives and commitments of this Plan have been developed in order to implement the agenda outlined in the MASSJOBS Council's Strategic Plan. It is imperative that Massachusetts' adult basic education network of services connects smoothly and efficiently with our state's employment and training system.

## B. What Are The Adult Basic Education Services Available To Massachusetts' Adults Today?

Federal adult education funding for Massachusetts has grown in small increments, reaching $2.4 million for state fiscal year 1989 (7/1/88 to 6/30/89). Of even greater significance, the state has become increasingly involved in supporting adult basic education services over the past seven years. An initial appropriation of $600,000 to DOE for state fiscal year 1983 has grown to $4.5 million for FY 1989. Massachusetts' investment in the basic skills of its adult residents also includes direct appropriations to other state agencies and the identification of other federal funds that can be used for this purpose. In all, thirteen separate funding initiatives totaling $23 million in state ($15.5 million) and federal ($7.5 million) funds currently provide support for Massachusetts ABE services. [Please refer to Attachment 2, page 35, for more detail regarding ABE services and budgets.]

The services purchased through these expanded resources will reach approximately 45,000 adults this fiscal year. This is only about 3% of the 1.4 million Massachusetts adults in need of and eligible for ABE services. Each receives an average of just $500 of instructional and support services per year. The fact is, the potential target population of under-educated adults is 50% greater than all children enrolled in publicly supported K-12 education. Yet, ABE is allocated just one half of one percent (.5%) of the monies expended on education in the state! The net results are services that generally lack the depth, intensity, quality and volume required to adequately address our Commonwealth's ABE needs.

C. What Are The Underlying Assumptions That Helped Shape The Development Of This Plan?

1. Massachusetts' institutions, communities, and economy are changing at a rapid pace, with a corresponding, dramatic rise in the level of basic skills required of our state's adults.

2. An historic lack of resources, governmental and public inattention, and a paucity of vision for adult basic education have prevented the field from keeping pace with these changes.

3. We serve only a minute segment of our state's adults in need of ABE services, particularly with respect to those at the most basic levels. The field, however, suffers from grossly inadequate resources in more ways than just service unavailability and waiting lists:
   * low intensity services, often averaging just 4 - 6 hours per week;
   * services that generally lack predictable outcomes, from both individual and system wide perspectives;
   * high student drop out rates, partly accounted for by the demands of adult life, but also fueled by inadequate and/or inappropriate instructional and support services;
   * high staff turnover, generally due to inadequate salaries, limited or no benefits, poor working conditions, lack of training, and lack of job security;
   * inadequate attention to program and staff development;
   * generally inadequate and/or unreliable data for analysis, planning, and development due to limited support for reporting and evaluation.

4. There are programs of exemplary quality and depth. Overall, however, the effectiveness of ABE services is very uneven. This situation is due, at least in part, to the lack of a comprehensive system for ABE programming. In this respect, Massachusetts ABE is still in its "adolescence." We must build upon the strengths of the current system to forge a mature network/system of ABE services.

5. Massachusetts adults will receive neither the quantity nor the quality services they require and deserve until the above "assumptions" are acknowledged and a comprehensive plan is enacted to surmount the challenges they represent.

The Board of Education has accepted this challenge. The Board and the Department of Education understand fully, however, that it will require the concerted efforts of many state agencies to effect an optimally successful ABE system. The group established to develop and coordinate adult basic education initiatives across all state agencies is the state's "Interagency Literacy Group." Originally convened by the Governor's Office and the Department of Education, the Interagency

Literacy Group (ILG) has been adopted as a standing committee of the MASSJOBS Council. All thirteen ABE related state initiatives are represented on the ILG. The ILG is a co-sponsor of the four provider task forces referenced previously, with most of the agencies and/or their vendors serving as active contributors. The ILG is the cornerstone for Massachusetts' efforts to integrate the framework established by the "Adult Basic Education Implementation Plan", the developmental work of the task forces, and the action agenda of the "Long Term Strategic Plan For Training and Employment Related Education" into this Four Year Plan for Adult Basic Education.

## II. DEVELOPMENT OF THE MASSACHUSETTS ADULT EDUCATION PLAN

The Commonwealth of Massachusetts has engaged in extensive planning processes for adult basic education (ABE) over the past three years. However, each of these planning efforts have been undertaken from somewhat different vantage points and provide, therefore, different views or "windows" into what is and what should be happening across the state's system. They do not yet form an integrated whole. For example, the recently completed "Long Term Strategic Plan For Training and Employment Related Education" treats adult basic education (ABE) as a priority, focusing on its employment related characteristics. The framework established by the Department of Education's "Adult Basic Education Implementation Plan" casts a far broader "net." The Implementation Plan incorporates the full range of ABE concerns, e.g., breaking the inter-generational cycle of illiteracy, but it touches only lightly on the "nuts and bolts" of how ABE and the employment and training system will connect more substantially. The MJC Strategic Plan is complemented at the local level by comprehensive needs assessments and collaborative planning efforts for each of the state's fifteen "service delivery areas." The Implementation Plan is complemented at the practitioner level by the developmental work of the four task forces which ensure an operational perspective. [Refer to Attachment 3, "ABE Task Forces Scopes of Work."] By involving such a broad cross-section of those involved in ABE and even those potentially interested, new and stronger partnerships have been established between public and private agencies and constituencies at the state a local levels. While bridges between these planning efforts exist, our goal is that this Four Year Plan for Adult Basic Education will weave each of these threads into the whole cloth of a true ABE network; a "comprehensive blueprint" that will enable Massachusetts to prepare its residents for the "basic skills" demands of the next century.

In order to ensure that every significant perspective was considered by the Plan, every group with an interest/investment in the success of adult basic education services participated in its development. Through regional hearings, meetings and the submission of recommendations and/or criticisms, community leaders, advocates, policy and operations leaders from state agencies, practitioners, the public at large, and the MASSJOBS Council, Board of Regents of Higher Education and the Board of Education all made substantial contributions to this Plan.

[Please refer to Appendix A.1, "Formulation of the State Plan," Appendix A.2, "Public and Private Involvement," and Appendix A.3, "Documentation and Assurances" for additional information regarding the development and conditions of this plan. Appendix A.1 also contains a summary of all the review, comment and approval steps the plan was subjected to.]

## III. LITERACY NEEDS AND THE GAP IN SERVICES

Almost one third of Massachusetts adults are confronted daily with the paradox of living in a state touted for its educational, technological, and economic opportunities while their lack of sufficient academic and English communication skills keep many of these opportunities beyond their reach. It's a challenge in itself to determine why so little is done to eliminate these barriers to success when they affect such a large constituency. The most likely answer lies in the great pains that most under-educated adults take to keep "their problem" invisible. In a state where there's so much talk about "high tech," post-graduate education, and "yuppie" lifestyles, it's easy to become convinced that everyone must have a high school diploma. Once this myth is accepted, most adults will make sure that they don't advertise an inability to read or their experience as a drop-out.

### A. The Times, They Are A'Changing

What is the extent of need for adult literacy services? The answer to this question depends entirely on the context within which it is being asked. Compared to many nations in the world, Massachusetts adults are well-educated. Ninety-eight percent of our adult population has completed at least four years of formal education with a like percentage (estimated between 95% to 99%) able to engage in simple literacy tasks; i.e., to decode and encode words. In Massachusetts, however, as in most states of this country, possession of these skills is not sufficient for adults to be functionally literate." In order to ascertain literacy needs in Massachusetts, we must first define the current context for these skills.

As we approach the end of the twentieth century, technological change is creating demands on our lives as dramatic as those created by the industrial revolution at the end of the nineteenth. Massachusetts is at the center of this "electronic revolution," hence, we are experiencing these changes at a greatly accelerated rate. Skills that were state of the art a few years ago may be obsolete today. Nowhere is this change more dramatic than in our economy where manufacturing is rapidly being replaced by service industries.

Today, eight out of ten of the fastest growing industries in Massachusetts are in services. Although some growth continues in durable goods manufacture, the rapid decline in textile, apparel, food, and metal manufacture will result in nearly three-quarters of all jobs in the Commonwealth having moved from material-based to information-based production by 1995. Many workers in the Commonwealth have already experienced

plant closings that have eliminated relatively high-wage manufacturing jobs. They are confronted by the low wages endemic to many of the more newly created service jobs. However, these low-paying jobs account for only twenty to twenty-five percent of all new service jobs. Forty-five to fifty percent of these will be professional, technical and managerial jobs that will require advanced education and training; in most cases, a four year college degree or beyond. The remainder of job growth will be in occupations like sales, clerical and allied health services, occupations that require stronger reading, writing, computation, communication, and problem-solving skills than the jobs they are replacing. The past fifteen years provide us with a clear indication of this trend. During this period the job share for Massachusetts residents without a high school diploma has declined from 34% to 17% of all jobs. If workers of the future don't develop strong literacy skills as a base for more advanced education and training, this change in the labor market will mean they have no choice but to live and work in dead-end jobs that offer no hope of moving out of poverty. [Please refer to Attachment 4, "Massachusetts Workforce Literacy Plan," pages 4-8 for a more detailed analysis.]

This metamorphosis of the economy spills over to virtually every other aspect of our daily lives. Advances in technology have enabled machines to take over rote activities, to assist us in tackling projects previously beyond our capacity, and to accomplish many tasks in a fraction of the time previously required. Some consequences of this trend are immediately obvious, like the increasingly sophisticated directions we're expected to follow. For example, how long did it take you to figure out all the features of a new digital microwave oven, a computerized milling machine or a memory typewriter? Others are not always immediately obvious, like the higher expectations of what you'll do with the time and energy "freed up" by some "labor saving" device. On the surface, electronic media, particularly television, appear to have lessened our need for strong reading skills. However, the higher volumes of more current and complicated information these media transmit to us, require that we develop higher order comprehension and critical thinking skills if we are to take it all in and come to more informed conclusions. The increased emphasis that our society and our economy place on developing strong academic and technology based skills also brings enormous pressure on parents to try to provide ever more support for their children's education.

The net result is that the definition of functional literacy for Massachusetts' residents not only continues to rise, but that it is rising at an accelerated rate. In 1979, David Harman and Carmen St. John Hunter in, Adult Illiteracy in the United States, proposed that adults are functionally literate when they are able: "...to read and write adequately to satisfy goals they set for themselves as being important for their own lives ... to deal positively with demands made on

them by society and ... to solve problems they face in their daily lives." According to this definition, a standard of post secondary school competency is emerging as the level at which all our citizens will be considered truly literate in Massachusetts.

## B. The Extent Of Need For ABE Services In Massachusetts

The first page of this document states three "basic tenets" of the Massachusetts Four Year Plan For Adult Basic Education. The following discussion of literacy needs is organized according to these three statements.

(1) **Residents of Massachusetts need a higher level of literacy, basic academic, and English communication skills than ever before.**

The preceding section outlines some of the social and economic changes that necessitate a strong basic skills foundation. The consequences of being a Massachusetts adult without this foundation, i.e., the skills expected of a high school graduate, are painfully clear:

* Family income is just two thirds of what it would be if you had a high school credential and is significantly less than half the income of a college graduate; [Please refer to Appendix F, "Employment and Earnings and Educational Attainment in the U.S., New England and Massachusetts."]

* There is a 51% chance that you are not part of the labor force; [See Appendix F.]

* If you are male, you lost 22% of your earning power when wages are adjusted for inflation between 1973 and 1985; [the national rate is -40% !; the comparable statistic for women is complicated by the dramatic change in their rate of labor market participation; see Appendix F.]

* In-house training and promotions are less accessible and may be out of reach entirely;

* Higher education and publicly supported employment and training services are less accessible and may be out of reach entirely;

* Children are at risk of continuing an inter-generational cycle of illiteracy/under-education; the greatest indicator of a child's success in school is the educational level of the parent(s);

* Goals, such as obtaining citizenship or a drivers license, may be unattainable.

(2) Massachusetts needs a more educated populace in order to sustain and improve its social and economic quality of life.

Right now, Massachusetts has one of the lowest unemployment rates in the nation. Already we are faced with the reality of jobs for which we lack qualified applicants and of potential workers who are not well matched to the jobs that exist. Without intervention, developments in the economy and labor market over the next decade will only exacerbate both the extent and consequences of this mis-alignment.

On the one hand, the slow growth of the population means that we are faced with a declining pool of young labor force entrants and with an aging workforce; seventy-five percent of the workforce in the year 2,000 is already working and/or out of school today. In addition, more than 80% of new entrants will come from groups that face substantial barriers to full participation in today's labor market: immigrants, Black and Hispanic men and women, and women with children. On the other hand, at least half of the new jobs created will require a significantly higher level of "basic" academic and English communication skills than current jobs do. Workers with low literacy skills will qualify only for jobs that will not pay enough wages to enable them to move out of poverty.

Unless we intervene today, the next decade will find us without the workforce we need to propel our economy. If we do not begin now to make a substantial investment in our human capital development, too few of our citizens in Massachusetts will be able to contribute to our economy as producers or consumers. No matter how sophisticated the technology we have put in place, the Massachusetts economy will grind to a halt. [see Attachment 4, "Massachusetts Workforce Literacy Plan."]

Additionally, our communities are at great risk of perpetuating illiteracy and under-education into the next generation. Educators are of one mind when it comes to the necessity of involving parents more substantially in their children's education. Such involvement is especially critical since the resources required to successfully compensate for parental inability to support their child's K-12 experience are not available. A parent willing and able to assist with homework and become more involved in public school issues is not only personally rewarding, it is extraordinarily cost effective.

The lack of participation by under-educated adults in our public schools is often mirrored in many of our communities' other institutions. Adults with limited communication skills are often intimidated by public meetings and are unlikely to express their opinions in writing. Limited reading skills may render the more detailed accounts of current issues provided by the print media inaccessible. Our communities suffer when important talents and contributions of their members are lost due to a basic skills deficit.

(3) The number of adults in Massachusetts lacking critical literacy, basic academic and communication skills is unacceptably high.

The 1980 Census tells a compelling story about the level of need for adult basic education in Massachusetts. In very broad strokes, the census paints a picture of our state with unacceptably high numbers of adults whose opportunities are curtailed by their limited literacy skills. The picture is foreboding even for those now reaping the benefits of our economic boom.

The census identified 1.1 million Massachusetts adults without a high school diploma. That's twenty-six percent (26%), or roughly one out of every four of our state's adults. A simple comparison can help us to capture the enormity of this statistic: adults without a high school diploma in 1980 exceeded the number of children enrolled in K-12 publicly supported education in Massachusetts by thirty percent (30%). [Please refer to Appendix G.1 for more detailed regional and local breakdowns of Massachusetts H.S. non-completers]

We are now less than a year away from the end of this decade; much has changed since the census was taken in 1980. Until the 1990 census is conducted and tallied, we will have to estimate the scope of these changes from the best available information. We know, for example, that a high proportion of high school students drop out of our schools each year. We are also aware of a high level of immigration and refugee resettlement in most of our state's communities over the past eight years. For Massachusetts residents eighteen years of age and older, the 1989 numbers shape up as follows:

| | |
|---|---|
| H.S. Non-Completers (1980 Census) | 1,099,413 |
| H.S. Non-Completers (since 1980) | 114,832 |
| Adults With Limited English Proficiency: (since 1980) | |
| Puerto Ricans | 65,625 |
| Legalized Aliens | 45,000 |
| Eligible Legalized Aliens ("Amnesty") | 8,700 |
| Refugees | 28,000 |
| Undocumented Aliens | 26,250 |
| Total: | 1,387,820 |

With the conservative increase in the state's adult population forecast for 1990, the above total amount's to almost one-third (32.5%) of our state's adult population. [Please refer to Appendix G.2 for a more complete treatment of these figures.]

C. ABE Services Available Vs. The Level of Need

Key to our understanding of Massachusetts' literacy needs is an analysis of who has the opportunity to increase his/her skills. As described previously in this plan, thirteen separate funding initiatives support adult basic education services for Massachusetts residents. The total number of adults receiving ABE services through all publicly supported programs is approximately forty-five thousand (45,000), with Massachusetts Department of Education sponsored programs serving three quarters (75%) of that number. This total means that only a scant 3% of the target population in need is receiving adult basic education services in the Commonwealth each year.

These services are distributed across the state in the following regional pattern:

| DOE REGION | PERCENT OF MASSACHUSETTS' TOT. TARGET POPULATION | PERCENT OF MASSACHUSETTS' ABE STUDENTS SERVED | % OF REGION'S TOT. TARGET POP. SERVED |
|---|---|---|---|
| CENTRAL MASSACHUSETTS | 16.6% | 12.8% | 2.5% |
| GREATER BOSTON | 29.4% | 34.6% | 3.8% |
| GREATER SPRINGFIELD | 10.8% | 9.0% | 2.7% |
| NORTHEASTERN MASS. | 17.7% | 22.4% | 4.1% |
| NORTHWESTERN MASS. | 3.8% | 2.9% | 2.5% |
| SOUTHEASTERN MASS. | 21.7% | 18.3% | 2.7% |
| TOTALS: | 1,387,820 | 45,000 | 3.2% |

[Please refer to Appendix G.3 for a regional breakdown of publicly supported ABE services by sponsoring state agency.]

The dearth of services is particularly acute at the most basic levels of literacy. The majority of Massachusetts ABE providers originally targeted their instructional programs to meet the needs of adults "brushing up" for the GED examinations. Although many programs have been incrementally expanding their services for lower skill level students, too few have developed substantial basic literacy components. An estimated 500,000 English speaking Massachusetts adults functioning at the 0-5 levels can find only 500 - 1,000 seats available (depending upon criteria utilized) to meet their basic literacy needs. A parallel situation exists for adults with limited English proficiency. English as a second language instruction will comprise approximately forty percent (40%) of all ABE services delivered in fiscal year 1989. Most adult ESL programs were designed to assist the student transfer his/her native language literacy skills to English. Such "skills transfer techniques" work particularly well for adults profi-

cient in the "romance" languages like Spanish, Italian, and French. However, increasingly large numbers of Massachusetts' immigrants and refugees are either literate in a non-alphabetic language, e.g., Chinese, or are functionally illiterate in their native language. In these cases, adults are competing for a very limited number of seats, currently estimated at less than 1,000, in bilingual basic ESL and/or native language literacy programs.

The above discussion outlines the gap between the need ("demand") for literacy services and the quantity ("supply") of services available. This gap is unacceptably large at all levels, but is most acute for those with the greatest need. [Please refer to Appendix H, "Outreach Activities" for the state's anticipated efforts to reach hard to serve individuals which must accompany the plan for expansion.]

For many, the gap doesn't completely close even when they are enrolled in an ABE program. Over the years, the scarcity of resources has often led to services that lack the intensity, depth, and breadth necessary to promote success within a reasonable time frame. Nowhere is this more apparent than with the federally funded ABE component administered by the Department of Education. For years, the Department implemented the federal program's funding priorities by maintaining a "cap" of one hundred dollars ($100) per student per year. With such scant support, program's were generally unable to sustain intensive instructional services, i.e., 10 - 20 hours per week, for courses of instruction lasting the full year. Program's were generally unable to tailor instructional services to the specific strengths, weaknesses and needs of their students. Nor were most programs able to provide the counseling, child care and transportation support services that many adults need to overcome barriers to their successful participation in an ABE program.

Of the 45,000 adults who will receive ABE services in Massachusetts in FY 1989, approximately 33,000 (73%) will enroll in DOE funded programs. Even with increases that have reached $200 of federal and state funding per student for this year's program, instructional intensity for year long programs still ranges from just four (4) to eight (8) hours per week. This may be desirable for many of the students who come to an adult learning center after a long day at work. It also tends to be the preferred range of weekly instructional hours when workers are provided with paid release time for an on-site workplace education program. These limited hours, however, are often a source of frustration for the majority of adults enrolled in ABE programs. The optimal learning curve for the majority of students is sustained at between twelve (12) and sixteen (16) hours per week of instruction. Frustration builds as material is forgotten during the long breaks between sessions and accelerates when the student realizes the time required to attain her/his goals may be two to three times longer than s/he was prepared for. It builds further when the good will of

family and friends is "stretched thin" as months of providing child care, transportation and other support becomes years.

These are major contributing factors to the high drop-out rates that adult learning centers experience. There are, of course, a host of other causes, such as changes in the student's family or work situation; unlike "school children," adults are committed to an intricate web of responsibilities that must be balanced with their educational goals. But where systemic requisites contribute to adults dropping-out, they add unwelcome and undesirable fuel to the lack of self-confidence and self-esteem suffered by adults who have already experienced "failure" in school earlier in their lives.

The extent to which this dynamic is destabilizing to adult education programs overall is difficult to ascertain. The Department of Education has utilized the federal minimum standard for participation in an ABE program, i.e., just twelve (12) hours! While some adult students may receive precisely the service(s) they require to accomplish their ABE related goal(s), many who leave programs shortly after their twelfth hour have not. They should be counted as drop-outs even though the federal standard enables them to be counted as served. Programs are confronted with a federally and state sponsored standard that has the perverse effect of rewarding high drop-out rates. For example, if a program receives $200 for every student "served" according to the minimal standard, and let's say, four students drop out after just twelve hours, then the program has the better part of an additional $800 (the unexpended portion of 4 X $200), to properly educate another student who stays the course.

The above dynamic, and all the items outlined in this needs section, have been addressed in sufficient detail so that the reader may understand the scope of problems in our state's ABE service delivery system. It is also important to keep in mind the very substantial accomplishments that ABE providers have been able to attain in the face of these obstacles, many of which have been put in their path by government. As with any plan for the future, however, most of our discussion needs to focus on those aspects that must be strengthened and resolved over the next few years. The adult basic education system we design must eliminate barriers to our students' ability to realize the personal, social and employment and training goals that are most important to them. Since Massachusetts' ability to realize its social and economic goals is inextricably linked to these same basic skills, strengthening ABE services and connecting them more fully to the state's other social, educational, and employment & training service networks will yield powerful and positive results.

The following Section IV, <u>An ABE Action Plan For The Future</u>," puts forth specific goals and activities which will enable the field to overcome these barriers to success to the extent that

current and desperately needed new resources will allow. The costs of not substantially addressing the literacy needs of such a substantial portion of Massachusetts adults are considerable and cut across social, political, and economic lines.

[Please refer to Appendix I, "Instructional Resources" for more detail regarding current initiatives and resources.]

## D. Refining The Massachusetts Needs Assessment

Massachusetts is presently in the process of reorganizing its statewide adult education network. This reorganization is occurring at the state and local levels simultaneously. At the state level, some of the thirteen publicly supported ABE funding initiatives are being consolidated. At the local level, a series of fifteen Regional Employment Boards (REB's), which will serve as coordinating foci for adult education, have just been established. The REB's are geographically identical with fifteen presently existing Service Delivery Areas (SDA's). Membership on the REB's will be drawn predominantly from the fifteen the Private Industry Council (PIC's), supplemented by additional members, and will include at least one representative of adult basic education. The REB's will also constitute standing "Literacy Sub-Committees" to provide them with additional capacity to analyze and develop local strategies to resolve the basic skills deficit(s) within each of their regions. Those interested and/or accomplished in adult basic education are strongly encouraged to actively contribute to their local REB's ABE related activities.

Massachusetts has undertaken an extensive evaluation of existing data related to its statewide and local ABE/literacy needs. We have delayed an even more comprehensive community by community needs assessment survey for adult education until this reorganization process is completed during spring, 1989. This regional planning effort was field tested in five SDA's during fiscal year 1988. The Commonwealth will conduct revised and refined regionally directed needs assessments through the fifteen REB's prior to the end of December, 1989. These assessments will contrast the total ABE needs for residents within each community of each SDA against existing locally available ABE resources. Rather than rely on "last grade completed" as our current assessment has, the local assessments will utilize methodologies that should provide us with far more detailed and accurate breakdowns of the specific levels at which adults in need are functioning. Grants of approximately $3,000 to $6,000 each will be made to REB's upon: a) their designation and/or recruitment of a member conversant in ABE issues; b) establishment of a broadly representative regional "extended ABE committee;" and, c) adoption of guidelines for the needs assessment established by the Interagency Literacy Group.

## IV. AN ABE ACTION PLAN FOR THE FUTURE

The needs assessments and associated planning processes of the past four years provide Massachusetts with an excellent foundation for the July 1989 to June 1993 (fiscal year's '90 to '93) action plan for adult basic education. The plan is organized around five major goals for our state's adult basic education network of services which are to be implemented by the Massachusetts Department of Education's Bureau of Adult Education in coordination with the Interagency Literacy Group.

The five goals are:

**GOAL 1.0:** Massachusetts will develop a comprehensive, integrated and coordinated delivery system for adult basic education services throughout the Commonwealth.

**GOAL 2.0:** Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

**GOAL 3.0:** Massachusetts will develop and implement a more accountable system for adult basic education services with more measurable and predictable outcomes.

**GOAL 4.0:** Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this Plan as well as those that emerge over the next four years.

**GOAL 5.0:** Massachusetts will establish a sound and stable financial foundation for adult basic education services.

The action plan for Massachusetts adult basic education has two major themes:

* **strengthening the current array of ABE programs and services and forging them into a comprehensive and effective system;**

* **a planned expansion of the system that will "close the gap" between supply and demand in stages that are responsive to priority target populations and gaps in services.**

1988 marked the end of one phase of ABE growth and expansion. The number of publicly funded programs more than quadrupled in the seven years since the state's initial direct investment in ABE/literacy services, a process also assisted by incremental increases in federal funding. Clearly, the extreme undersupply of ABE services fueled this expansion. However, as

noted in Section II, "Literacy Needs and the Gap in Services," insufficient resources have resulted in services that lack the intensity, depth and breadth necessary to ensure their success. The service model that was expanded suffered from these deficiencies. Of the more newly developed programs, often launched with just a few thousand dollars, the majority are still limping along on a shoestring. The two themes introduced on the preceding page are listed in the order that they need to be addressed. As Massachusetts prepares for what must be its next phase of ABE expansion, we must first ensure that the "infrastructure" is effective and secure.

The following sections, A and B, provide a more detailed, narrative description of how Massachusetts will build its capacity through these two themes of strengthening existing services and expansion of services. Section C, "ABE Goals, Objectives and Activities" charts the state's planned actions and initiatives according to the five goals listed on the preceding page with an overview of resources required and a timetable for their development and implementation. The charts provide a more structured operational map of what will happen and when. While there is significant overlap between the following narrative and the charts, they are both included within this Plan because of their different emphasis and level of specificity.

## A. Forging An ABE Service Delivery System

Creativity is a hallmark of Massachusetts' adult basic education programs. Necessity is the parent of invention, and ABE providers have found it necessary to respond to the critical needs of tens of thousands of our neighbors with just "a few loaves of bread and a couple of fish." That so much of importance has been accomplished is testament to the creative energies and dedication of the front line staff. However, we've also covered some of the problems that inadequate resources, planning, and vision have resulted in. Frequently, neither the adult student nor the funding source can predict with confidence what skills will be developed, how long it will take, and what degree of mastery will be attained when they enroll the services of a specific adult education class or program. The open ended nature of the field was not a problem during the years that adult illiteracy and under-education were invisible problems with nearly invisible appropriations of public funds. Today, with increased public awareness and the realization that a more substantial investment must be made to address the problem, the absence of a more predictable system make ABE still appear to be a questionable investment to those in control of needed resources. Our challenge is to tighten up, strengthen our services, commit to outcomes that are more defined, predictable, and more, all without throttling the creativity upon which we and our students thrive.

The broad parameters of this system have already emerged. Some aspects have gained momentum without the benefit of important input from practitioners in the field; e.g., some of the work that has been done regarding ABE performance standards. However, much of the current agenda has been drawn from the experience and input of providers. The Interagency Literacy Group is committed to working with ABE practitioners so that every ABE initiative the state undertakes really does work! The Interagency Literacy Group (ILG) brings all the relevant ABE state initiatives together in a forum that bridges related state policy centers. The ILG has already committed itself to the full range of planning efforts referenced throughout this Plan. From this foundation, Massachusetts' ABE is already committed to certain paths:

1. Regardless of the momentum that is developing to empower a single agency to lead the state's ABE efforts, interagency cooperation and coordination is absolutely essential to our ultimate success.

2. Assessing ABE needs and the development of plans to meet them will increasingly be implemented at the regional and local levels, with Regional Employment Boards playing a key role in coordinating these efforts.

3. The availability of more intensive ABE services, i.e., instruction for 10-20 hours per week for up to 50 weeks, must be increased substantially. Options for less intensive services must also be maintained for adults with other responsibilities and commitments that would prevent participation at these higher levels.

4. The various ABE related services, levels, entry and exit criteria, and the means by which they are measured and reported will all be more precisely and uniformly defined both within the ABE system and in coordination with other services the student may require.

5. Specific criteria and performance standards will be developed for all ABE services to be purchased with public funds. These performance standards will be based on the student's goals, and will be articulated to ensure continuity of services if and when s/he progresses to the next system of services essential to goal attainment; e.g., higher education, the employment & training system, etc.

6. Performance based contracting, that is, paying providers for meeting specified criteria and outcomes rather than just for enrolling a student, will become the primary vehicle for funding adult education services and will serve as the major incentive to create a "seamless continuum of services."

7. Stabilizing the provider network, establishing ABE as a viable career choice, and establishing strong vehicles for program and staff development must not be delayed/sacrificed to further expansion of services, regardless of how pressing the need. These goals must be addressed in stages, simultaneously.

These paths must all lead to a system where our state's undereducated and limited English proficient adults will have ready access to services that enable them to accomplish the goals they have set. These services must represent the most effective and timely means possible for each adult to attain needed basic skills, and transitions to subsequent steps necessary to accomplish their goals must be facilitated smoothly and successfully. For example, an individual whose goal is to become a nurse should not have that goal submerged by the pre-requisite goal of obtaining a GED. While the GED may be a very important step in attaining the long term goal - nurse, it cannot be used as a substitute. Rather, the instructional activities this individual experiences should be organized to contribute to both goals simultaneously; e.g., most basic mathematics skills can be developed within the context of capacity measurement and ratio and proportion which are essential skills for a nurse. Another example can be drawn from the immigrant adult with limited English proficiency who wants to go to college. "Graduating" this individual from the majority of current "advanced ESL" classes provides her/him with English communication skills at only the fifth (5th) grade level. This is a recipe for frustration and, perhaps, failure for this individual unless we can provide for a more effective and continuous transition to the higher level skills required to attain this goal.

Following is a discussion of the strengths and weaknesses of the major adult basic education service components. Each is accompanied by a brief statement of how the state intends to overcome shortcomings in these current services and/or its plans to develop new approaches/components.

**(1) Well established ABE services.**

Massachusetts will address weaknesses of the current service delivery system by building upon the strengths of existing programs. The following ABE program components have evolved to the point where the majority of services are strong and have demonstrated relatively consistent success:

1.1 Generally, many of the programs that provide high school equivalency (GED) instruction, i.e., adult secondary education (ASE, 9th to 12th grade levels), have the longest tenure and greatest experience. Instruction at these levels is also facilitated by the comparatively abundant choice of materials that may be appropriate for use by

adult students.

Massachusetts will develop stronger math curricula and materials, increased staff development opportunities, and further development of the GED testing system (including computerization of administrative procedures) at the ASE level. Outcomes at this level will be articulated with next level services.

1.2 Programs providing English as a second language have benefited from their relatively long tenure and the higher level of training available for ESL teachers. Many of these programs utilize an English immersion approach that works well with mixed native language classroom settings, particularly for students with relatively strong native language literacy skills and a rudimentary familiarity with English. The state's recently initiated services for "eligible legalized aliens" (those who qualified for amnesty) will also enable many of these programs to reintroduce citizenship components within their program of instruction.

However, although many programs include ESL services labeled, "Advanced ESL," adults of limited English proficiency generally develop English communication skills only to the 5th grade level upon completion. This is especially problematic when this adult wants to continue on to higher education or an occupational skills training program; such endeavors generally require skills at the 8th to 12th grade levels. Enrollment in an intermediate ABE or ASE program is inappropriate for adults who developed strong academic skills and educational credentials in their country of origin.

Massachusetts will develop a transitional component to ensure a "seamless continuum of services" for adults with limited English proficiency.

1.3 Although relatively new (entering its fourth year in FY'90), the Massachusetts' Workplace Education Initiative (WEI) is at the cutting edge nationally of this very promising frontier. With more than thirty-five worksite and union hall publicly supported programs, the WEI is developing a foundation/knowledge base for replicable programming at a rapid pace.

Massachusetts will continue to develop its knowledge base for workplace education programming by systematically analyzing and cataloging industry based profiles; i.e., developmental issues, curricula, materials, et al, that tend to be specific to a given industry. [Please refer to Appendix J, "Workplace Education," for more detail regarding state plans for this initiative.]

1.4 Massachusetts' volunteer tutoring initiatives for adult literacy have a long history (particularly with Literacy Volunteers) which entered a bright new era in 1987 with the advent of the Commonwealth Literacy Campaign. The support, supervisory and developmental components of the campaign provide functionally illiterate and non-English speaking adults with supplementary instruction of the highest caliber. Volunteer tutoring is utilized by adult learning centers in order to supplement funded instruction yielding greater support and more hours of repetition than would otherwise be possible. It is also used to provide primary instruction to adults who can not or will not attend classroom instruction.

Massachusetts will continue to provide Literacy Corps programs with support for an on-site tutor coordinator and intensive tutor training and development opportunities. [Please refer to Appendix K, "Volunteers," for more information regarding the state's planned volunteer initiatives.]

1.5 Massachusetts provides significant support for ABE services to incarcerated adults. The Department of Corrections (DOC) supports over $1.3 million of ABE services at state correctional facilities. DOE collaborates in funding these programs and supports ABE services at all but one County House of Corrections by committing an average of 17% of its federal ABE grant (or, approximately $400,000 for FY'89) on programs for incarcerated adults. There is, however, little systemic support for ABE services for other institutionalized adults.

Massachusetts will include correctional ABE programs in its program and staff development efforts and will work with the Executive Office of Human Services to develop a plan for expanding services to other institutionalized adults. [Please refer to Appendix L, "Institutionalized Adults," for more detail.]

**(2) Less established ABE services.**

The remaining Massachusetts ABE components are far more variable when it comes to their strengths and weaknesses. In most of the following cases, only a small number of programs excel in delivering the indicated service(s) while others require additional resources, program and staff development or simply don't exist:

2.1 Bilingual ESL instruction is available in only a handful of programs (less than a dozen). Particularly effective in communities where classes can be formed of a single native language group, functioning at the most basic entry level and/or from a language where skill transfer methodologies are impeded; i.e., in an Asian language that is

non-alphabetic and without verb tenses. The methodology is also particularly useful for transmitting a "survival" curriculum and acculturation support for immigrants and refugees coming from substantially different cultures and economies.

Massachusetts will promote the development of additional bilingual adult ESL programs in communities with high numbers of recent immigrants and/or refugees from a single language group. Disseminating effective aspects of existing bilingual ESL programs will be made part of the state's program and staff development priorities. [Refer to Goal 2.0 and Appendix N, "English Literacy," for more detail.]

2.2 Native language literacy services may be the most efficient and appropriate means of supporting the development of basic literacy skills for non-fluent English speakers who are functionally illiterate in their native language. Only a handful (less than a half dozen) of publicly supported programs provide this program option. In all cases, resources are insufficient to build oral English capacity simultaneously.

Native language literacy programs will receive increased public support in Massachusetts. This support will prioritize the addition of conversational English components to existing programs. Such two part programs will be among the state's top priorities for systematic evaluation of their effectiveness. Additional expansion of these services will be guided by the results of this evaluation. [Refer to Goal 2.0 and Appendix N, "English Literacy," for more detail.]

2.3 Intermediate level ABE, i.e., the 6th to 9th grade levels, is available at the majority of adult learning centers. A minority of programs are operating very strong intermediate ABE components but still suffer from inadequate resources. Insufficient resources and concomitant low intensity programming and inadequate program and staff development hinder student progress at most such programs.

Massachusetts will establish thorough criteria and standards and will attempt to increase the average funding available per "slot" per year for services at this level. Final and/or intermediate outcomes that are within reach of adults functioning at the upper end of this level will be articulated with other related service options. Refer to Goal 4.0 for the program and staff development initiatives that will support this level of instruction.

2.4 Basic ABE / literacy services, i.e., the 0 to 5th grade levels, are available as a separate component at a limited number of adult learning centers. Only a handful (less than 2 dozen) are effective in their work with this popu-

lation. Many centers enroll adults in need of basic literacy services in their drop-in learning centers. In this setting, functionally illiterate adults must wait their turn for support from a teacher who circulates throughout the class. This methodology may be appropriate for adults who can read directions and work somewhat independently but is a recipe for failure for this functionally illiterate population.

This is among Massachusetts' top priorities for growth over the next four years. Massachusetts will support an increase in the average funding available per "slot" per year for services at this level and will target new resources as they become available for this purpose to expand these services. Refer to Goal 4.0 for the program and staff development initiatives that will support this level of instruction, and to Goal 3.0 for anticipated criteria/standards. The following section, "B. Planned Expansion/Targeted Populations," will address expansion of these services.

2.5 Adult basic mathematics instruction is conducted at all levels of basic literacy/ABE and adult secondary education. It is sometimes incorporated within English as a second language programs as well. While it is not always the case, adults' tend to function at a more basic level in math than in their reading and communication skills. Unfortunately, this is also true of the majority of educators in the field. Few programs are able to hire staff dedicated to teaching mathematics, and when they do, experienced educators are almost impossible to attract due to low salaries, generally limited part time hours, and the enormous competition for their expertise by the private sector. Hence, the majority of teachers covering math in ABE programs have been hired for their skills and experience in teaching reading or writing. In an era when technical skills are required for rapidly increasing numbers of jobs, and comprise the major alternative for adults seeking comparable wages to those lost in a diminishing manufacturing sector, Massachusetts lacks the capacity to develop strong math skills for most adults.

Massachusetts will develop a comprehensive adult basic skills mathematics curriculum and will conduct extensive program and staff development to ensure its effective implementation.

2.6 Learning disabled, and other adults with special learning needs, are under-served in Massachusetts. A very small number of adult learning programs (only 3-6) have components specially designated to work successfully with this population and very few teachers have developed the expertise required to support such a program. In terms of scope, 16% of Massachusetts school aged children are enrolled in special education classes/programs. While there

are no reliable figures for the ABE target population, it is appropriate to assume an incidence of at least 16% (16% of 1,387,820 is 222,051), if not greater. [The target population is, after all, comprised primarily of residents who were not able to succeed in their first experience with basic skills instruction.]

Massachusetts will increase the capacity of ABE providers to meet the needs of special needs adults through intensive program and staff development and by targeting additional resources per slot on a funds available basis.

2.7 Adults living in rural parts of the state have very limited options if they need to work on their basic skills. Adult learning centers are generally more suited to higher population density communities and contain built in obstacles when transplanted to rural settings; e.g., transportation difficulties or "everyone will know I can't read."

Massachusetts will develop and implement (on a funds available basis) alternative delivery models for rural/low density communities.

2.8 A number of smaller scale "model demonstration programs" are being supported in the areas of: adult basic education for the homeless, family literacy, and innovative application of technology. Most programs do not have components or curricula in place to accommodate these important initiatives.

Massachusetts will assist in replicating successful model programs for family literacy, the homeless and applications of technology to other adult learning centers, homeless shelters, early learning centers, and the public schools to the extent funds designated for this purpose will allow.

2.9 Unlike children who can afford to be professional students, adults have innumerable other responsibilities, many of which compete with or take precedence over their pursuit of basic skills. After years of promoting the desirability of linking and/or incorporating significant counseling, child care and transportation support services within ABE programs, only counseling services have advanced in any appreciable manner.

Massachusetts will support as a priority an increased level of support services for ABE students, preferably through expanded resources. However, in the absence of new funds, existing resources will have to be redistributed for this purpose even if it results in some reduction in the number of students served.

2.10 A number of the above items referred to the need for substantially increased ABE program and staff development. Massachusetts currently invests very little in such developmental activities, either through the thirteen ABE funding initiatives or through higher education.

The Department of Education and the Interagency Literacy Group will invest in the establishment of a statewide "System for ABE Support" (SABES) center and up to five regional staff development centers. This initiative will commence in FY 1990 with the final scope of this network contingent upon the resources that can be developed. [Refer to Goal 4.0 for more detail.]

B. Closing the gaps in Massachusetts ABE services.

Significant additional resources are needed if we are to address the problems outlined above and begin to reach out to the vast majority of adults in need for whom there are currently no services available. The Massachusetts Board of Education adopted this call for "New funding, in significant amounts..." in its 1987 "Implementation Plan for Adult Basic Education" [Attachment 1]. This Plan outlines how the dual goals of strengthening current services and expanding services to as many as 30,000 new students would proceed. This level of expansion would represent a two thirds increase in Massachusetts' ABE service capacity, enabling the system to increase the percent of the target population served from 3% to 5%. Full implementation of this Plan would cost an additional fifty million dollars ($50,000,000); i.e., an increase from .5% to 1.8% of Massachusetts' public education budget.

The expansion plan will be guided by two sets of criteria. First, seven priority target populations with a significant incidence of under-educated and/or limited English proficient adults, have been identified for our state:

* Adult immigrants and refugees of limited English proficiency;
* Adult members of families on public assistance / AFDC;
* Mothers of young children;
* Young adults, aged 16-24, who have dropped out of school;
* Low wage workers / the "working poor;
* Potentially dislocated workers;
* Dislocated workers.

[A full description of these targeted groups can be found in the Massachusetts Workforce Literacy Plan, Attachment 4].

Second, fifteen regional needs assessments will be conducted and completed prior to the end of December 1989, as detailed in Part III of this plan. These assessments will provide us with a clear indication of the gaps in services on a community

by community basis. This information will be used to prioritize the expansion of ABE services and development of new programs where none currently exist.

[Please refer to Goal 2.0, Objective 2.3 for a specific breakdown of proposed expansion activities.]

C. Goals, Objectives, and Activities.

Please refer to the following charts for the overall goals and specific objectives, activities, resources, and timelines that Massachusetts will execute in order to implement its "ABE action plan for the future." These charts take the program initiatives summarized in the preceding narrative and locate them within a more detailed and sequenced operational plan.

GOAL 1.0: Massachusetts will develop a comprehensive, integrated and coordinate delivery system for adult basic education services throughout the Commonwealth.

PERCENT OF TOTAL RESOURCES COMMITTED TO THIS GOAL: 2.5%

OBJECTIVE 1.1: Thirteen state funded ABE initiatives will be consolidated within a lead agency and/or coordinated more comprehensively through formal memoranda of agreement by fiscal year 1991.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 1.1.1 | State funding for ABE services for employees at their place of work/union hall (currently through EOL's appropriation for the Workplace Education Initiative"), and for the Commonwealth Literacy Corps (the Governor's volunteer initiative, currently located in EOEA) may be transferred to the Department of Education. Memoranda of agreement will be established between DOE and: the Office for Refugees and Immigrants (for "amnesty program" SLIAG funding); the Department of Employment and Training (for JTPA funds utilized for ABE services). | The Governor and the Legislature will determine the effectiveness of FY 1990 consolidation and coordination efforts and will determine whether additional such steps are to be taken; e.g., it may be appropriate to establish a comprehensive memoranda of agreement between the ABE component of the Department of Public Welfare's "Employment & Training: CHOICES" program (including the federal "Family Support Act), the Department of Employment & Training, & DOE. | The degree to which ABE services have been integrated into a "seamless continuum of services" for Massachusetts' residents in need of these services will be evaluated and recommendations will be developed for the next state plan. | (X) | X | |

**GOAL 1.0:** Massachusetts will develop a comprehensive, integrated and coordinate delivery system for adult basic education services throughout the Commonwealth.

[Continued]

**OBJECTIVE 1.2:** Ensure broad based leadership for ABE and the continued investment of diverse "constituencies" by channeling significant policy and funding issues through the Interagency Literacy Group.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 1.2.1 | The Bureau of Adult Education (BAE) and all state agencies invested in ABE's relationship to their programs and/or constituencies will continue their active participation on the ILG which will meet on a regular basis, but no less than quarterly, throughout the year. | Ongoing. [Refer to Appendix A] | Ongoing. | (X) | X | |
| 1.2.2 | The BAE and ILG will solicit the active involvement of the Massachusetts Coalition for Adult Literacy, the ABE Directors' Council, the statewide and REB Extended Committee's for Adult Education, et al, as they work to implement the ABE agendas of the Board of Education and the MASSJOBS Council. | Ongoing. [Refer to Attachment 2, pages 51 & 52 for the MJC timetable.] | Ongoing. | X | X | |

**GOAL 1.0:** Massachusetts will develop a comprehensive, integrated and coordinate delivery system for adult basic education services throughout the Commonwealth.

[Continued]

**OBJECTIVE 1.2:** Ensure broad based leadership for ABE and the continued investment of diverse "constituencies" by channeling significant policy and funding issues through the Interagency Literacy Group. [Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 1.2.3 | Implement fifteen regional needs assessments utilizing interagency support and guidelines established during Spring, 1989; findings summarized in a report by 6/30/90 and guidelines developed for comprehensive regional plans. | Implement 5 ABE regional planning processes in FY'90 and conduct a formative evaluation of the local planning process; 5 additional regional plans in FY 1991. | Implement five ABE regional planning processes in FY'92 and conduct a summative evaluation of the local plans. | X | X | |

**GOAL 1.0:** Massachusetts will develop a comprehensive, integrated and coordinate delivery system for adult basic education services throughout the Commonwealth.

[Continued]

**OBJECTIVE 1.3:** Establish more uniform state administrative procedures for ABE initiatives.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 1.3.1 | Develop more consistent, and to the extent possible, more uniform intake, client tracking, and reporting procedures for ABE services funded by different agencies. | Implement revised intake and reporting forms and new client tracking procedures; begin computerization of uniform ABE database; field test trial forms and protocols. | Continue development and field testing of ABE database. | (X) | X | |
| 1.3.2 | Design more uniform state purchase of service protocols for ABE programming; incorporate new procedures for FY'91 through FY'93 recontracting. | Evaluate degree to which new procedures promote statewide, regional and local coordination; revise accordingly. | Ongoing. | | X | |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

PERCENT OF TOTAL RESOURCES COMMITTED TO THIS GOAL: 88%

OBJECTIVE 2.1: Sustain the existing ABE foundation, refining those elements that function most effectively, and strengthening components not yet attaining their full potential.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.1.1 | Of the existing 200+ publicly funded adult learning centers (an average of 120 of which are funded by DOE annually), continue support of those performing at an adequate level, i.e., those meeting at least the service and grant accountability criteria established in the grant application and their proposal as finally negotiated. [Cost of living increases are essential to program stability and will be integrated with continuation funding on a funds available basis.] | Through monitoring, reporting, attainment of goals and emerging performance standards, and as programs are formally evaluated by the Bureau, develop site-specific objectives for developmental support. Continuation funding will be based on the program's efforts to successfully address any weaknesses identified. | Ongoing. Develop a summative report of how the program funding profile has changed over the course of this four year plan and highlight both successful and unsuccessful program development initiatives/interventions. | X | X | X |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.1: Sustain the existing ABE foundation, refining those elements that function most effectively, and strengthening components not yet attaining their full potential.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.1.2 | DOE will complement its lead role in the federally funded workplace literacy intitiative by assuming the lead agency role for the state workplace education initiative partnership, comprised of DOE, the Executive Office of Labor, the Department of Employment and Training and the Commonwealth Literacy Campaign. Continuation funding for successful programs will follow the state policy of transition in the third through fifth years of increasing private sector cash support for the program. [Refer to Appendix J.] | Industry wide profiles will be summarized for comment and dissemination. New programs will be established on a funds available basis. | Ongoing. | (X) | X | X |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.1: Sustain the existing ABE foundation, refining those elements that function most effectively, and strengthening components not yet attaining their full potential.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.1.3 | The Commonwealth Literacy Campaign will continue its lead role in the collaboratively funded Literacy Corps. An anticipated 22 adult learning centers will be funded to operate volunteer literacy support services with a salaried on-site volunteer coordinator. With additional support to libraries to maintain adult literacy resource centers and continuation of the regional master trainer network, the CLC will enable an average of 2,000 volunteers to be trained and receive ongoing support and supervision. [Refer to Appendix K.] | Ongoing. Participating programs will be evaluated to determine effectiveness; results will quide both continuation funding and the state's determination of whether and how best to expand. | Ongoing. Goals established for the next state plan. | X | X | (X) |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.1: Sustain the existing ABE foundation, refining those elements that function most effectively, and strengthening components not yet attaining their full potential.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.1.4 | Four adult education for the homeless model demonstration programs, funded for calendar year 1989, will be fully reviewed and evaluated. Refunding of exemplary models will be a priority for calendar 1990, with 1 - 2 new model programs established on a funds available basis. | Exemplary models will be documented and disseminated to all Massachusetts adult learning centers, homeless shelters and homeless advocacy organizations. Adult Education for the homeless programs will continue as a separate funding stream contingent upon the commitment of additional funds for this purpose. Technical support will be provided to mainstream these services. | Mainstreaming activities will continue. | X | | |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.1: Sustain the existing ABE foundation, refining those elements that function most effectively, and strengthening components not yet attaining their full potential.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.1.5 | DOE will continue its support and management for the "State Legalization Impact Assistance Grants" with 24 programs funded to provide ESL and citizenship services through performance based contracts for calendar 1989. 1990 funding, although competitive, will include a priority for continuation funding for successful current programs. | Assess the extent to which the projected 8,000 eligible legalized aliens have been served; determine service needs for calendar 1991 and implement with remaining roll-over funds. [Refer to Appendix M] | Evaluate the extent to which citizenship curricula and materials have been adopted by mainstream ESL programs and facilitate such incorporation where it hasn't. | X* | | |
| 2.1.6 | | DOE will provide developmental and technical support to replicate successful bilingual ESL, multicultural, and technology based methodologies in existing adult learning centers. | DOE will attempt to secure and target the resources necessary for replication of these components into existing and new programs. | X | X | (X) |

* Federal SLIAG funds provided by the U.S. Dept. of Health & Human Srvs.

**GOAL 2.0:** Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

**OBJECTIVE 2.1:** Sustain the existing ABE foundation, refining those elements that function most effectively, and strengthening components not yet attaining their full potential.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.1.7 | Develop criteria that enable adult learning centers to develop options to increase the intensity of services. | Increase service intensity (e.g., 10-20 hours/week) to the extent designated resources will permit. | Ongoing. | X | X | X |
| 2.1.8 | Ensure that quality, accessible and accountable services are provided by Massachusetts GED testing centers and that their practices comply with the standards and regulations of the national GED Testing Service and the Mass. Board of Education, through: technical support, staff development, reporting, and monitoring. Utilize feedback from test centers to strengthen and develop adult secondary education (9th-12th grade levels). | Ongoing.<br><br>Develop a scope of work for computerization of the GED testing system; begin development of the system in two stages: 1) central processing of registrations and awarding of certificates; 2) test center operations and reporting on a funds available basis. | Enhance accessibility and decrease duplication by adjusting the geographic distribution of GED test centers. Complete computerization process. | (X) | X | X |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.2: Replicate and/or develop model programs and program components to effectively address basic skills or target populations unattended to by the majority of Massachusetts ABE programs.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.2.1 | | Analyze ABE models for rural/low density communities operating in other states for replication in Mass.; e.g., home tutoring; distance education; computer, video, and communications technologies, etc. | Implement 1 - 2 model rural ABE programs/ delivery systems on a funds available basis; provide developmental and technical support; conduct intensive formative and summative evaluations. | X | X | X |
| 2.2.2 | Support at least one comprehensive family literacy program in an inner-city setting. | Support development of family literacy components within existing adult learning and/or early childhood centers to extent that "Even Start" and or other available funding permits; must include evaluation, documentation and dissemination support. | Evaluate the instructional benefits to parent(s) and child and the cost effectiveness of utilizing family literacy as the vehicle to effect these benefits. | X | X | (X) |

**GOAL 2.0:** Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

**OBJECTIVE 2.2:** Replicate and/or develop model programs and program components to effectively address basic skills or target populations unattended to by the majority of Massachusetts ABE programs. [Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.2.3 | Identify, develop and package curricula, techniques and materials of demonstrated success for working with special needs adults. | Increase the capacity of ABE providers to meet the needs of special needs adults through intensive program and staff development and by targeting additional new resources. | Ongoing. | X | X | (X) |
| 2.2.4 | | Develop program options, curricula, and standards for the transition from "advanced ESL" (generally attains 5th grade English proficiency) to the 8th to 12th grade levels required to pursue most other education and employment/training goals. | Implement 1-3 such transitional components to ascertain effectiveness; expand this option to the extent designated funds permit. | X | X | X |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.2: Replicate and/or develop model programs and program components to effectively address basic skills or target populations unattended to by the majority of Massachusetts ABE programs. [Continued]

| ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|
| FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.2.5 Develop criteria and cost schedules for support services essential to successful attainment of many students' basic educational goals; e.g., counseling, child care, and transportation. Incorporate in application for FY '91-'93 ABE services. | Identify current and new resources to be designated for these purposes; expanding the availability of support services is a high priority, hence, if new resources are not available, the quantity of instructional services may be decreased to free up necessary funds. | Ongoing. Evaluate the impact of expanded support services on student retention and skill attainment/progress. | X | X | X |

**GOAL 2.0:** Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

**OBJECTIVE 2.2:** Replicate and/or develop model programs and program components to effectively address basic skills or target populations unattended to by the majority of Massachusetts ABE programs. [Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.2.6 | Support 1-3 model demonstration programs providing "native language literacy," linked with conversational English, for limited English proficient adults illiterate in their native language. Evaluate skill ac-quisition, time & cost effectiveness of this approach. Incorporate in application for FY '91-'93 RFP to the extent indicated. | Fund native language literacy services paired with opportunities to develop conversational English on a funds available basis up to the level established by the application process. | Ongoing. Evaluate effectiveness and cost:benefit ratio. | X | X | X |
| 2.2.7 | Develop a comprehensive Massachusetts basic skills math curriculum option; seek demonstration grant funding to conduct intensive field testing, evaluation, and to effect indicated revisions; begin associated program and staff development. | Intensify program and staff development to support integration of math curriculum within all appropriate adult learning centers. | Evaluate, revise and prepare for broader dissemination. | X | X | (X) |

GOAL 2.0: Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

OBJECTIVE 2.3: Adopt a staged plan to expand Massachusetts ABE services by as many as 30,000 students based upon a target of developing fifty million dollars of new ABE funds; implement this plan to the extent that these new funds are made available.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.3.1 | Develop expansion implementation stages that are defined by the needs of priority target populations and by gaps in services identified through regional needs assessments.<br><br>[The fifteen regional needs assessments, detailed in Part III of this plan, will be completed by the end of 1989 and will provide us with the gaps in ABE services for every community in the state.]<br><br>[The priority target populations are described in the "Massachusetts Workforce Literacy Plan," Attachment 4 and expansion goals for each detailed in 2.3.2] | Adjust the stages based on the resources committed for each fiscal year and the associated expansion accomplished. | Ongoing. | X | X | |

**GOAL 2.0:** Massachusetts will strengthen, sustain, develop, and expand quality adult basic education services in the Commonwealth.

[Continued]

**OBJECTIVE 2.3:** Adopt a staged plan to expand Massachusetts ABE services by as many as 30,000 students based upon a target of developing fifty million dollars of new ABE funds; implement this plan to the extent that these new funds are made available.
[Continued]

| ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|
| FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 2.3.2 The goals for expanding services to priority target populations are:<br>* 10,000 new seats for adult immigrants and refugees of limited English proficiency (a 75% increase in service availability)<br>* 3,000 new seats for intensive basic literacy (0-5 grade level) services for adult AFDC recipients (public assistance).<br>* 3,000 new seats for mothers of young children who need stronger basic skills to move their families out of poverty and to ensure the development of strong academic skills for their children.<br>* 5,000 new seats for young adults, aged 16-24, who have dropped out of school without sufficient skills to qualify for employment and/or to complete and further their educational goals.<br>* 5,000 new seats for low-wage workers (the "working poor") who need literacy and English language skills further their education and training and to qualify for more skilled, higher wage employment opportunities.<br>* 2,500 new seats will be targeted to potentially dislocated workers who need stronger basic skills to adapt to the rapidly changing demands of their industry, e.g., new technologies, and/or to prepare for transitions in their employment.<br>* 1,500 new seats for dislocated workers who need stronger basic skills to qualify for retraining and re-employment at a comparable wage. | | | X | X | X |

GOAL 3.0: Massachusetts will develop and implement a more accountable system for adult basic education services with more measurable and predictable outcomes.

PERCENT OF TOTAL RESOURCES COMMITTED TO THIS GOAL: 3.5%

OBJECTIVE 3.1: Establish clearer and more uniform definitions, criteria and standards for adult basic education services.

| ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|
| FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 3.1.1 Utilize interim reports and recommendations developed by the Program Effectiveness Task Force prior to the end of FY 1989 as a foundation for these FY 1990 activities.<br><br>Integrate a reduced version of the Program Effectiveness Task Force as a standing support and advisory committee for the developmental work of the new Mass. ABE Clearinghouse. | Establish the key elements of instructional programs that are critical for student success according to type of service, educational level, and specific targeted populations. | Evaluate and refine key elements as they are incorporated within programs. | X | X | |
| 3.1.2 Begin a multi-year process to develop more precise definitions of educational levels (not necessarily grade level based) for ABE & ESL, associated entry and exit criteria, and the measures (tests, competencies, task completion, etc.) to assess attainment. | Refine measures so that exit criteria more precisely reflect transition toward attainment of student developed goals. | Evaluate the extent to which exit criteria facilitate successful progress across a "seamless continuum of services. | X | X | |

**GOAL 3.0:** Massachusetts will develop and implement a more accountable system for adult basic education services with more measurable and predictable outcomes.

[Continued]

**OBJECTIVE 3.1:** Establish clearer and more uniform definitions, criteria and standards for adult basic education services.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 3.1.3 | Establish a trial core set of performance standards across a broad spectrum of educational and behavioral criteria. Field test standards at selected adult learning centers and revise as appropriate. Analyze potential impact of these standards in a simulation of performance based contracting. | Implement the refined core set of performance standards within the context of performance based contracts. in a two tiered system: standards in tier one would more closely approximate current expectations and funding levels; tier two would incorporate higher expectations and funding levels. Programs would be given some latitude to construct their service profile from either tier for the first round of this process. | Evaluate the appropriateness and effectiveness of performance standards and contracting. | X | X | |

**GOAL 3.0:** Massachusetts will develop and implement a more accountable system for adult basic education services with more measurable and predictable outcomes.

[Continued]

**OBJECTIVE 3.1:** Establish clearer and more uniform definitions, criteria and standards for adult basic education services.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 3.1.4 | Identify components of programs essential or optional for successful attainment of basic education goals. | Incorporate these components as criteria within the application for FY '91-93 funding. | Monitor and evaluate effectiveness. | X | X | X |
| 3.1.5 | Refine implementation of the Massachusetts Peer Evaluation Model for five to eight adult learning programs. Utilize the conclusions and recommendations of these evaluations to target technical assistance resources and support. [Refer to Appendix O for more detail.] | Refine the peer evaluation process and, resources permitting, increase the number of such evaluations to 10-15 annually. | Ongoing. | X | X | |

**GOAL 3.0:** Massachusetts will develop and implement a more accountable system for adult basic education services with more measurable and predictable outcomes.

[Continued]

**OBJECTIVE 3.1:** Establish clearer and more uniform definitions, criteria and standards for adult basic education services.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 3.1.6 | | Establish criteria for formal program evaluations that address issues of: compliance, accountability, qualifications, effectiveness, and attainment of student and program goals. | Review and revise evaluation protocols. [Refer to Appendix O.] | X | X | |
| | | | | X | X | |
| 3.1.7 | Incorporate data and recommendations from internal evaluations, formal state evaluations, monitoring reports, quarterly and final statistical and financial reports to form a comprehensive profile of provider strengths and weaknesses. | Incorporate developmental activities and performance criteria in funding and refunding decisions. The standards for such review must consider the program's efforts to strengthen its program as highly as its absolute ability to deliver services. | Summarize program profiles in preparation for the next ABE state plan and multi-year funding cycle. | X | X | |

**GOAL 4.0:** Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this plan as well as those that emerge over the next four years.

**PERCENT OF TOTAL RESOURCES COMMITTED TO THIS GOAL:** 4%

**OBJECTIVE 4.1:** Establish a foundation for the state's ABE staff development activities.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 4.1.1 | Develop a coordinated statewide, regionally based staff development system to increase the skills and abilities of adult basic education staff. Develop protocols to ensure that all such activities are easily accessible and responsive to both locally articulated and statewide priorities for staff development. Up to 5 regional ABE staff development centers will be funded (limited staff, most activities accomplished through short term consultants). The Mass. System of ABE Support (SABES) center will support and coordinate regionally based staff development activities and establish criteria to assess its effectiveness. | In coordination with the Interagency Literacy Group, identify and commit the resources needed to expand and complete implementation of the regionally based staff development system to the extent that funds designated for this purpose allow. Evaluate the responsiveness and effectiveness of each component of the system. | Analyze the performance of the staff development system against pre-established criteria and develop recommendations for improvements for the next ABE plan. | X | X | |

**GOAL 4.0:** Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this plan as well as those that emerge over the next four years.

[Continued]

**OBJECTIVE 4.1:** Establish a foundation for the state's ABE staff development activities.
[Continued]

| ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|
| FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 4.1.2 Target special demonstration project resources (under section 353 of the Adult Education Act, and other resources as may be obtained) to support a Massachusetts System for Adult Basic Education Support (SABES) center. SABES will be responsible for four functions:<br><br>1) identify, evaluate and disseminate exemplary practices, curricula, materials, et al;<br>2) where existing resources are not satisfactory or sufficient to meet a state/program need, conduct appropriate program development/design as advised by the Program Effectiveness Steering Committee and directed by DOE; or<br>3) conduct appropriate staff development/design as advised by the Staff Development Steering Committee and directed by DOE; and,<br>4) targeted research for specific applications.<br><br>To keep staff requirements to a minimum, much of SABES' work will be conducted through short term consulting. Continuation funding will be contingent upon satisfactory completion of the negotiated scope of work, and will include an assurance that should the current SABES not be refunded, it must support the smooth transition of responsibilities and materials to the newly designated entity under the direction of the Massachusetts Department of Education. | | | X | (X) | |

**GOAL 4.0:** Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this plan as well as those that emerge over the next four years.

[Continued]

**OBJECTIVE 4.1:** Establish a foundation for the state's ABE staff development activities.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 4.1.3 | Conduct a needs assessment of the immediate and long term training and development needs of ABE practitioners. | The Department of Education and the Board of Regents of Higher Education will convene a working group to identify appropriate options for ABE teacher training. | Implement ABE teacher training opportunities to the extent that resources designated for this purpose are made available. | (X) | X | |

**GOAL 4.0:** Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this plan as well as those that emerge over the next four years.

[Continued]

**OBJECTIVE 4.2:** Establish and implement a core curriculum for ABE pre-service and inservice staff training and development.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 4.2.1 | Support the completion of the Staff Development / Certification Task Force's scope of work. Identify the skills and abilities required of adult basic education practitioners: teachers, counselors, paraprofessionals, administrators, support staff, and volunteers. Begin to coalesce these critical skills and abilities into "core components" for a staff training and development system. Develop a generic orientation to the ABE system. | Implement and field test the core components; evaluate the strengths and weaknesses of each component and validate those proving most effective; begin articulation of components as ABE staff competencies. | Document and institutionalize staff development / training core components of proven effectiveness; develop a structured set of expectations for attainment of prioritized competencies that may (or may not) include development of a Massachusetts adult education certification. | X | X | |

GOAL 4.0: Massachusetts will develop and implement a plan to increase the capacity of adult education practitioners to meet the challenges identified in this plan as well as those that emerge over the next four years.

[Continued]

OBJECTIVE 4.2: Establish and implement a core curriculum for ABE pre-service and inservice staff training and development.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 4.2.2 | Develop a plan that ensures that every element of Massachusetts' ABE system will support, rather than impede, accomplishment of the Commonwealth's ABE staff development goals; for example: staff must have sufficient time set aside in order to participate effectively in staff development activities (an initial minimum goal of 20 hrs. for full time and 10 hrs. for part time staff member per year has been set); program budgets and schedules must anticipate releasing staff for such activities; the state must organize and support the identification, selection and utilization of ABE "master trainers"; etc. | Every proposal for state and/or federally funded ABE services must include submission of a three year plan for program and staff development and must facilitate attainment of this plan's goals in every proposed program activity. | Analyze any barriers that remain to full implementation of a comprehensive training and staff development system; revise as necessary to eliminate such barriers. | X | X | |

**GOAL 5.0:** Massachusetts will establish a sound and stable financial foundation for adult basic education services.

**PERCENT OF TOTAL RESOURCES COMMITTED TO THIS GOAL:** 2%

**OBJECTIVE 5.1:** Establish funding levels for purchased services that more closely reflect the real/appropriate costs of delivering each service.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 5.1.1 | Utilize interim reports and recommendations developed by the Funding Task Force prior to the end of FY 1989 as a foundation for these FY 1990 activities. | | | | | |
| 5.1.2 | Establish realistic cost schedules for each key service element adopted by the state through activity 3.1; i.e., funding sufficient to provide appropriate intensity and breadth of instructional and support services; career level staff salaries; adequate program and staff developmental activities, etc. | Evaluate/re-evaluate the adequacy and cost effectiveness of those elements of the new cost schedules implemented to date. | Ongoing | X | X | |

**GOAL 5.0:** Massachusetts will establish a sound and stable financial foundation for adult basic education services.

[Continued]

**OBJECTIVE 5.1:** Establish funding levels for purchased services that more closely reflect the real/appropriate costs of delivering each service.
[Continued]

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 5.1.3 | Establish a plan to incrementally shift current level of funding per unit of service to the levels required to support the real cost(s) of that service. (The rate of increase of available resources will impact the time required to complete this process). | Target new and/or freed up resources to phase in new cost schedules according to a formula established to balance this activity with state expansion priorities; link to performance based contracting; | Evaluate effectiveness of the formula and revise accordingly; evaluate the adequacy and cost effectiveness of performance based contracting. | X | X | X |

**GOAL 5.0:** Massachusetts will establish a sound and stable financial foundation for adult basic education services.

[Continued]

**OBJECTIVE 5.2:** Eliminate unnecessary duplication in the state's funding and refunding of ABE services.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 5.2.1 | Establish more uniform request for proposal (RFP) criteria and components among the state's thirteen ABE related funding initiatives, linking them to the regionally developed needs assessments/plans; [thereby, substantially reducing the burden on adult learning centers of writing numerous proposals and enabling students to benefit from increased consistency between funding sources]. | Substantially reduce the number of adult basic education related RFP's released by the state through establishment of a coordinated purchase of services process conducted under the auspices of the Ineragency Literacy Group. | Evaluate progress (e.g., how close have we come to a single RFP for ABE/ESL/ASE services?) and set goals for further integration for the next adult basic education plan. | (X) | X | |

GOAL 5.0: Massachusetts will establish a sound and stable financial foundation for adult basic education services.

[Continued]

OBJECTIVE 5.3: Eliminate impediments to increased stability across the ABE service delivery system.

| | ACTIVITIES | | | RESOURCES | | |
|---|---|---|---|---|---|---|
| | FY 1990 | FY 1991 to 1992 | FY 1993 | FEDERAL | STATE | LOCAL |
| 5.3.1 | Develop a mechanism to make three to four years of funding more certain for adult learning centers meeting and/or exceeding performance criteria while maintaining access to adult basic education resources for new applicants.<br><br>Release a request for proposals that enables up to a three year award contingent upon successful performance evaluations and availability of funds; establish a ratio of funds targeted for renewal vs. funds targeted for expansion. | Release RFP with opportunity for continuing providers to submit an abbreviated proposal (to provide updated program profile for the second and third years and/or to respond to new priorities).<br><br>Assess the strengths and weaknesses/pro's and con's of shifting from a discretionary grant system to a formula distribution of funds; establish "scenarios" of formula models based on different levels of funding. | Evaluate strengths and weakness of mechanism(s) utilized to introduce increased certainty within adult basic education funding. | X | X | X |

# V. ADMINISTRATION OF MASSACHUSETTS ABE SERVICES

Administration of Massachusetts ABE services will occur at a number of levels: state interagency, state departmental, regional, and local. A brief description of the administrative role of each follows:

## A. Interagency Literacy Group

The ILG connects each state agency for the purpose of coordinated policy and operational development. As a standing committee of the MASSJOBS Council, the ILG is charged with effecting the administrative, budgetary and outcome objectives identified in the "Long Term Strategic Plan For Training And Employment Related Education In Massachusetts" as they relate to adult basic education internally and externally in its relationship to the employment and training system. [Refer to Appendix C.1 for the ILG's membership roster.]

Briefly, the administrative objectives are concerned with simplifying the system while increasing its accountability and effectiveness. For example, establishing more uniform intake, record keeping and reporting forms. This would enable either direct or simulated case management (through a common client database) across agencies/services, thereby ensuring that each client gains timely access to the services most appropriate to her/his goals. It increases accountability since descriptors can be compared across a broader range of services, while decreasing the administrative burden to programs administering more than one grant. [For an overview of the ILG's planned administrative initiatives as well as their budgetary implications, please refer to Attachment 2, the MJC Strategic Plan.] Under the MJC structure, the ILG is chaired by the Commonwealth Literacy Campaign. The Department of Education, through its Bureau of Adult Education, actively and regularly contributes and provides leadership as a co-chair of the ILG along with the Department of Employment & Training.

## B. Massachusetts Department of Education

The Bureau of Adult Education is responsible for all adult basic education programming on behalf of the Department and the Board of Education. This includes all ABE related services described in this plan [refer to I.A, page 2 of this narrative for a brief list] as well as administration of the Massachusetts High School Equivalency (GED) testing and certification system. The Bureau Director reports directly to the Commissioner of Education and participates on the Department's Executive Committee. Policy and overall program management staff are assigned to the Department's central office, located in Quincy, Massachusetts. Certain central office staff are

also assigned full and/or part time to staff and program development activities that are defined as "ancillary" services" under the Adult Education Act, rather than as strictly administrative. The Bureau also supports staff at five of the Department's six regional education centers for regional operational support and oversight of funded ABE programs. The "Support for Adult Basic Education Services" (SABES) center and up to five regional staff and program development centers will be supported and overseen by the Bureau beginning state fiscal year 1990. This developmental network will both tax and facilitate the Bureau's administration of Massachusetts' ABE services. [Please refer to Goal IV of this narrative for more detail.] The Bureau requires adequate administrative support if it is to successfully undertake the essential ABE agenda detailed in this Plan. Despite the vastly increased administrative expectations of the new Adult Education Act, federal support for state administration will be capped at 5% beginning state fiscal year 1992. [For more detail regarding the administrative structure, procedures, and resources required, refer to Appendix D, "State Administration." For a detailed review of how the Bureau intends to purchase ABE services, including its efforts to develop more uniform procedures with other state agencies, refer to Appendix E, "Policies, Activities, And Procedures For Approving Local Applications."]

The Bureau of Adult Education is also responsible for the extensive interagency coordination detailed in this Plan. In addition to the coordination of state activities referenced in Part I of this narrative, the Bureau will ensure coordination and non-duplication of services with the federally supported:

(1) Carl Perkins Vocational Education Act,
(2) Job Training Partnership Act,
(3) Rehabilitation Act,
(4) Education of the Handicapped Act,
(5) Immigration Reform and Control Act,
(6) Higher Education Act,
(7) Domestic Volunteer Services Act,
(8) Family Support Act, and the
(9) Chapter I, Even Start program.

## C. Regional Employment Boards

The state's fifteen (15) Regional Employment Boards (REB's, formerly called private industry councils, or PIC's) will serve as the coordinating foci for adult basic education services within each of their regions. The Bureau will provide support (averaging $3,000 to $5,000 per region) for the REB's to oversee literacy needs assessments of each community within their service delivery area during 1989. The criteria for these assessments as well as the regional ABE plans which will follow during 1990 to 1993, will be developed in coordination with the Interagency Literacy Group. The Bureau will also

coordinate with the REB's review and comment of ABE related proposals so that their recommendations will have meaningful impact on the Department's/Board of Education's funding decisions. [Please refer to the narrative, section III.D and Appendix E for more detail concerning the role of the REB's.]

## D. Local Adult Learning Centers / Providers

The Bureau oversees grants and contracts for ABE services to well over one hundred (100) adult learning centers (ALC's) / providers each year. Less than half of this number are school department sponsored ALC's, about half are community based organizations (CBO's), and the remainder are statewide volunteer organizations, higher education or correctional institutions. All providers must conduct their programs and management procedures in accordance with a signed "Statement of Assurances" and/or contract specifications. All programs are subject to audit by state and/or Departmental auditors (the Bureau funds a number of such audits each fiscal year) and federally funded programs are subject to federal audit. While the Bureau is committed to ensuring that maximum resources are targeted to students for essential ABE services, it is equally committed to supporting local administration necessary to ensure the proper management and support of these services. The current Adult Education Act stipulates a cap of 5% for local administrative costs. This amount is inadequate in all but the most exceptional cases, hence, the Bureau will target a combination of federal and state funds to programs so that the latter resources can be utilized to complete the necessary and appropriate funding of program administration. The 5% cap will be maintained for the federal portion of the grant unless a higher rate is specifically negotiated with the Bureau and proper documentation is on file.

## APPENDICES

A. Four Year State Plan: Formulation and Assurances
   1. Formulation of State Plan
   2. Public and Private Involvement
   3. Documentation and Assurances
      a. Statement of Assurances
      b. Program Assurances
      c. General State Application

B. State Advisory Council and Adult Education

C. Membership Rosters of Relevant Public and Private Organizations
   1. Interagency Literacy Group
   2. Extended Committee for Industry-Education Partnership
   3. Board of Education
   4. Board of Regents of Higher Education
   5. Massachusetts Jobs Council
   6. Massachusetts Association of Adult and Continuing Education - Board of Directors
   7. Massachusetts Coalition for Adult Literacy - Board of Directors
   8. Adult Basic Education Directors Council
   9. State Youth Coordinating Council
   10. Massachusetts AFL-CIO Education Committee

D. State Administration

E. Policies, Activities and Procedures for Approving Applications

F. Employment and Earnings and Educational Attainment in the U.S., New England and Massachusetts

G. Needs Assessment Data
   1. Regional and Local Breakdowns of Massachusetts High School Non-Completers
   2. Target Population Data
   3. Regional Breakdown of Publicly Supported ABE Services by Sponsoring State AGencies

H. Outreach Activities

I. Instructional Resources

J. Workplace Literacy

K. Volunteers

APPENDICES
(Page 2)

L. Programs for Institutionalized Adults

M. Adult Migrant Farmworkers and Immigrant Education

N. English Literacy

O. Evaluation

P. Special Experimental Demonstration and Teacher Training Projects

## ATTACHMENTS

1. Adult Basic Education Implementation Plan

2. A Long Term Strategic Plan for Training and Employment Related Education in Massachusetts - Massachusetts Jobs Council

3. Adult Basic Education Task Forces - Scopes of Work and Membership Lists

4. Massachusetts Workforce Literacy Plan

5. Individuals Attending, Speaking and/or Submitting Testimony at Public Hearings on the Four Year Plan, Testimony and Comments Received

6. Inter-governmental Review

7. Instructional Materials

8. The Commonwealth Literacy Corps